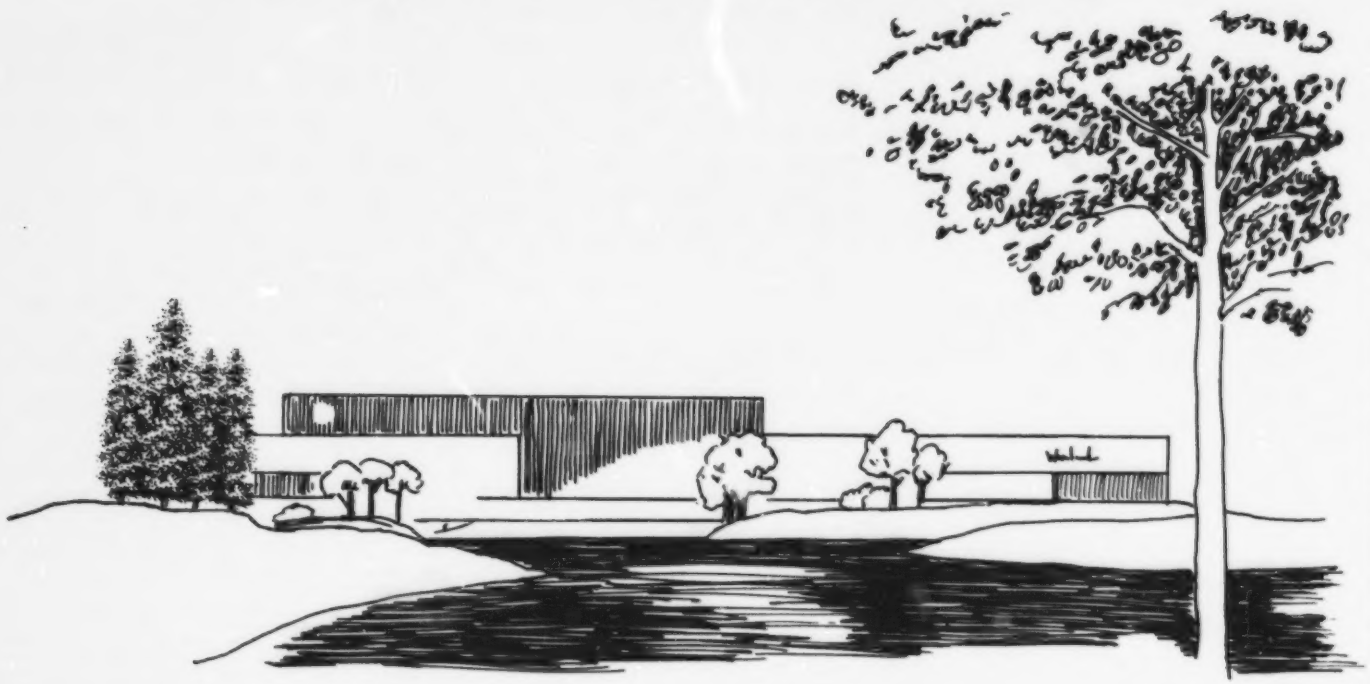
SCHEDULE A TO BYLAW 8713

MILL WOODS TOWN CENTRE



AREA STRUCTURE PLAN

THE MILL WOODS TOWN CENTRE
AREA STRUCTURE PLAN

Prepared By The Land Development Unit,
Land Management and Systems Branch,
Real Estate and Supply Services
Department

October, 1987

*Bylaw No. 8713, the Mill Woods Town Centre Area Structure, was approved by City Council on December 8th, 1987.

ACKNOWLEDGEMENTS

City Council has delegated to the Real Estate and Supply Services Department, the responsibility for developing the Mill Woods Town Centre. In planning and implementating a project of this scale, considerable input is required from other City Departments, the private sector and concerned citizen groups. The Real Estate and Supply Services Department would like to thank the people representing these groups, especially members of the Planning and Building Department, the Development Consulting Group Ltd., MacKenzie Spencer Associates Ltd., Ecos Engineering Ltd., and the Presidents' Council of Mill Woods.

STRUCTURE OF THE DOCUMENT

In an attempt to allow easier future reference, this document is structured so that the major component - The Mill Woods Town Centre Plan - is presented first. The second section features the site planning and urban design principles. This is followed by the Implementation component. The final section provides background information. For people not familiar with the history of the Mill Woods Town Centre, it is recommended that the background information component be referenced prior to the other sections.

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1.0 THE REVISED MILL WOODS TOWN CENTRE NEIGHBOURHOOD STRUCTURE PLAN

1.1 Introduction

In 1969, the City of Edmonton set aside a 250 acre parcel of land close to the geographic centre of Mill Woods for the development of a Town Centre (refer to Map 1). It was envisioned that the Town Centre would be a multi-land use project, consisting of a regional shopping centre, office developments, institutional facilities, medium and high density housing, and various commercial establishments. Today, the Mill Woods Town Centre is on the threshold of development.

Currently, the population of Mill Woods stands at 64,646 persons (1986 Civic Census). It is projected that Mill Woods will ultimately accommodate 90,000 people. The problem is that (to date) the Town Centre has not benefited significantly from this residential growth. Much of the development which could have been located in the Town Centre has tended to gravitate to sites in the peripheral industrial areas or the Calgary Trail corridor. However, this is starting to change.

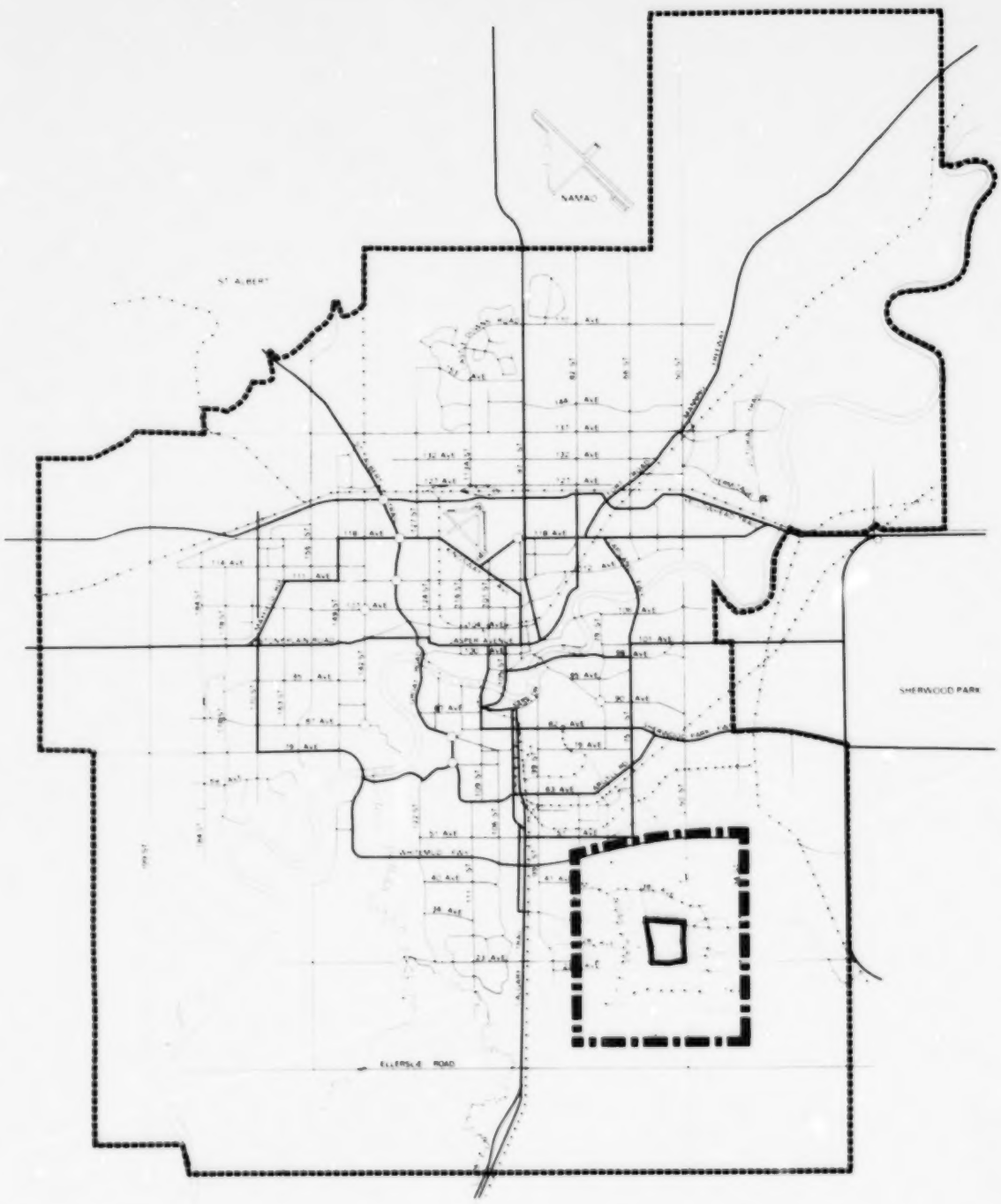
Presently, there are two major projects under construction in the Town Centre, which reflect this change. A 538 bed, active treatment hospital is nearing completion and construction is well underway on a 525,000 square foot regional shopping centre. These developments, coupled with other smaller projects indicating a wide spread interest from the development industry, bodes well for the rapid development of the Mill Woods Town Centre.

However, the problem confronting the City is that the original Mill Woods Town Centre Neighbourhood Area Structure Plan does not facilitate the orderly disposition and development of the Town Centre lands. The new plan attempts to address this problem.

1.2 The Rationale for Repealing the 1984 Town Centre Plan

The consulting firms of MacKenzie Spencer Associates Limited and the Development Consulting Group Limited were retained by the Real Estate and Supply Services Department to undertake the following tasks:

1. to determine the demand for residential units, office space, retail space, and hotel rooms at the Mill Woods Town Centre during the 1986 - 1998 period;
2. to assess whether the existing Town Centre Plan, subdivision and land use classification optimally reflects the development potential; and
3. to outline a land use strategy.



TOWN CENTRE LOCATION

MILL WOODS COMMUNITY

MAP 1

Based on this review, the consulting firms identified a number of problem areas with the 1984 Town Centre Plan which they felt would jeopardize the orderly disposition and development of the Town Centre lands (for further information regarding the 1984 Town Centre Plan refer to Section 4.2). These problem areas, included:

- the plan is too prescriptive and does not recognize that increased flexibility must be allowed, as the Town Centre may not be fully developed within the current century.

- the plan is not consistent with current and projected land market demands. For instance, the existing subdivision defines rather large, medium and high density residentail sites (ie., in the order of 10-14 acres). The market's perception of an optimum development site for this type of use at a Town Centre location, however, more closely approximates a site of three to five acres in size (with the lower end of the range being the most suitable for higher density projects).

- the campus style approach does not foster a sense of cohesion between the various land uses. (Briefly, a campus style approach focuses on individual uses developed on separate distinct parcels, that are not functionally integrated with complimentary uses. For example, complimentary uses such as the hospital and medical offices are considered as disparate uses and no linkages are provided).

- the plan designated a site on 28 Avenue to accommodate a "Park and Ride" facility. However, the Transportation Department has indicated that the site is no longer required for this purpose. Instead of a park and ride facility, the preferred LRT operating method is to encourage a bus feeder linkage with the LRT line.

- the plan does not reflect current roadway standards. Current roadway standards are more flexible and offer the opportunity to approximately double the number of all-directional access points, remove 28 Avenue as a "barrier" that bisects the Town Centre area, and as a consequence, harmonizes the various Town Centre uses.

- the plan concentrates small retail and service commercial uses in a location that is not considered appropriate for this type of development (ie., poor access and low exposure to vehicular traffic). The preferred location for the small retail and service commercial outlets are along minor arterials (eg., 28 Avenue) or major collector roads (eg. Hewes Way) which form the perimeter of the regional shopping centre.

- the plan did not allocate land to accommodate a storm water lake. Whereas a recent study, prepared for the Real Estate and Supply Services Department by Ecos Engineering Services Ltd., identifies the need for a stormwater lake.

- the area identified for mixed use residential/commercial developments is not considered viable, as there is very little demand for this type of development.

1.3 Intent of the Revised Plan

The intent of the revised Mill Woods Town Centre Plan is to recognize the development potential of the undeveloped land and establish a framework for the orderly disposition of this land. This revised plan generally conforms to the intent, spirit and guidelines as set forth in previous Town Centre planning documents. The revised plan recognizes past commitments, but provides a new direction that will serve the public well, especially the residents of Mill Woods. It should be viewed as a further refinement of the previously approved plans for the area.

1.4 Town Centre Boundaries

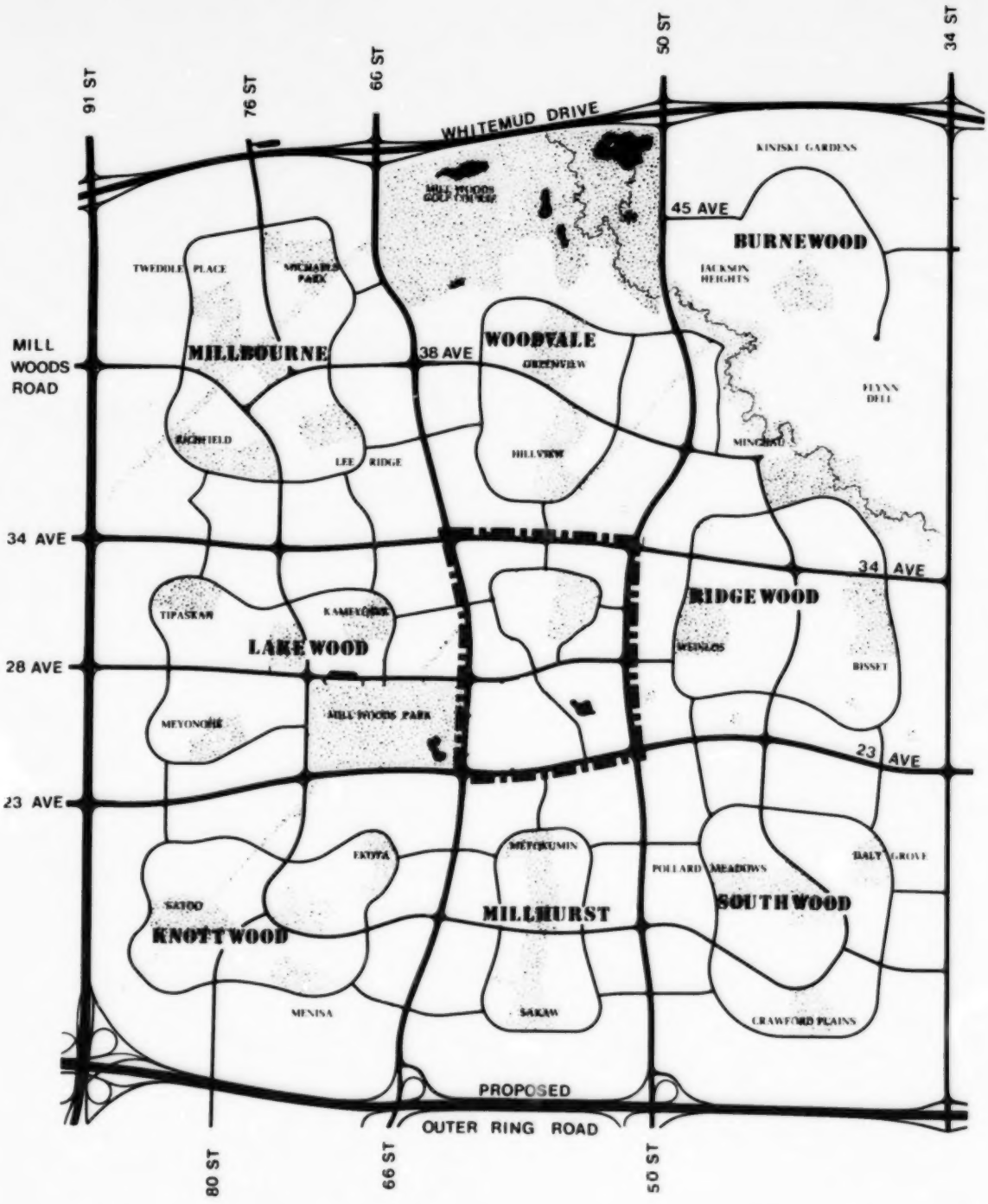
The Town Centre boundaries are: 34 Avenue to the north, 23 Avenue to the south, 50 Street to the east, and 66 Street on the west (refer to Map 2). The Town Centre covers an area of 105 hectares (260 acres). Situated at the heart of the community the Town Centre will become the focal point of major commercial, cultural and social activities.

1.5 Town Centre Land Use Districts

Map 3 shows the Mill Woods Town Centre land use districts (for further information refer to the Edmonton Land Use Bylaw 5996). It is expected that the DC5 (Site Specific Development Control) District will be used to implement a significant portion of development in the Town Centre.

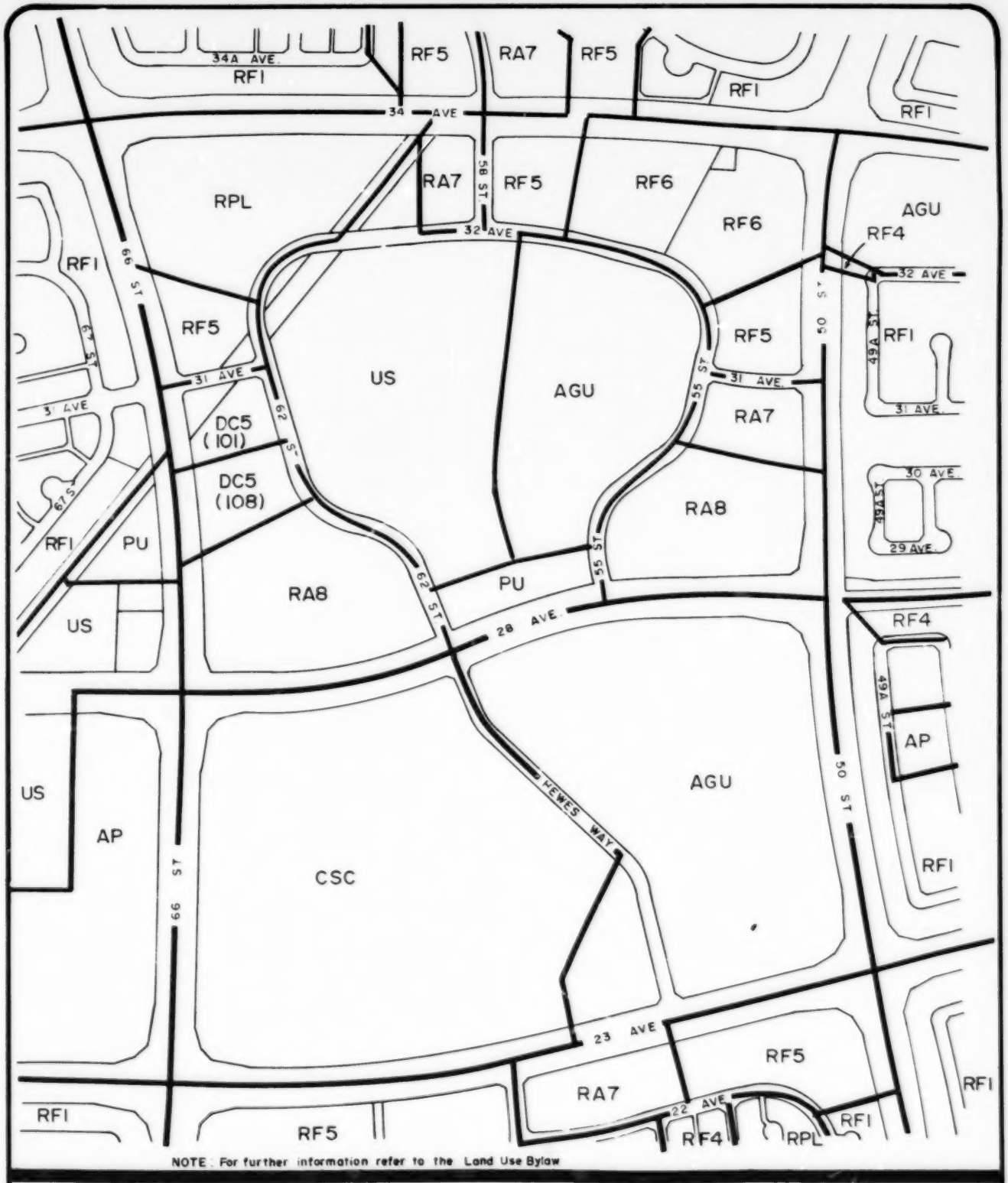
1.6 General Objectives

The overall objective is to functionally synthesize the original Town Centre lands with the Tawa neighbourhood. The Tawa neighbourhood was originally conceived as part of the Town Centre concept, but was not formally recognized. By formally integrating the two sites it is envisioned that the form and function of the Town Centre can be intertwined.



TOWN CENTRE BOUNDARY

MAP 2



NOTE : For further information refer to the Land Use Bylaw

TOWN CENTRE LAND USE DISTRICTS

MAP 3

Other equally important objectives, include:

- to capture the spirit and intent of the Town Centre concept by promoting a wide range of uses;
- to accurately reflect current and projected market potential;
- to provide a sound return on the public's financial investment in the Mill Woods community; and
- to design a Town Centre which is economically, architecturally, aestically and socially appealing.

1.7 The Town Centre Conceptual Plan

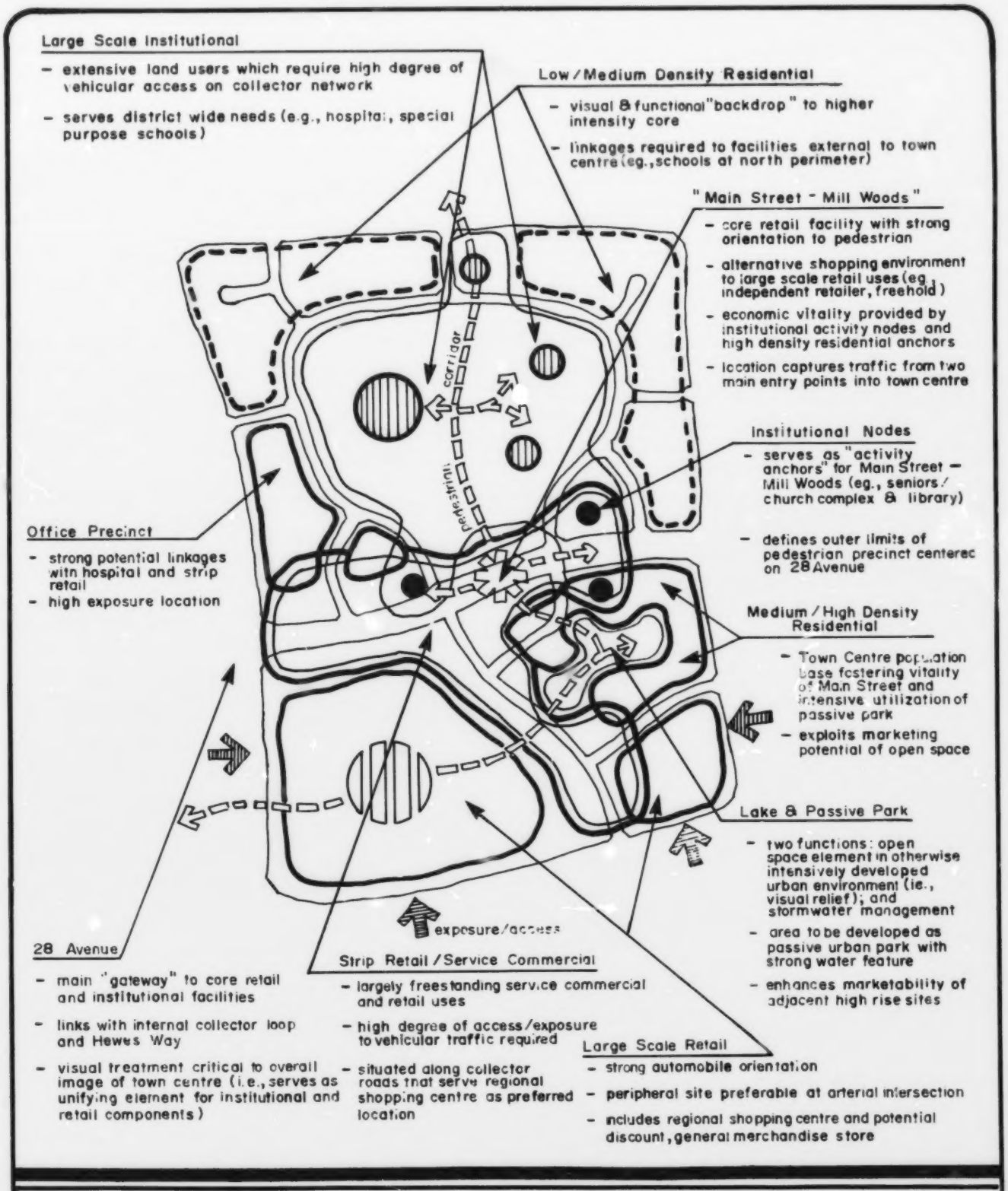
The Mill Woods Town Centre Conceptual Plan which is based on recommendations by MacKenzie Spencer Associates Limited and the Development Consulting Group is graphically summarized on Map 4. The plan delineates various land use nodes for the Town Centre and strives to promote the market potential of the lands by systematically integrating various land use components.

In order to functionally integrate the various land uses, the conceptual plan provides an increased cohesion by linking the fixed activity nodes such as, the regional shopping centre, the school/open space and the hospital. The element that will link these activity nodes and other various uses is a group of uses defined as "small retail/service commercial".

The small retail/service commercial uses focus mainly on the regional shopping centre, but are also permitted in the vicinity of the hospital and school/open space nodes. Strip retail/service commercial uses are considered suitable activities for these areas because of the high degree of exposure and access provided by the road network.

Another aspect of the small retail/service commercial district is what has been identified as "main street" Mill Woods. "Main street" is viewed as a core retail facility which will be developed as a predominantly pedestrian precinct. The City anticipates that this area will be used by small independent retailers who will sell their goods or services out of architecturally attractive low rise buildings.

To foster a vitality on "main street", institutional nodes that are considered major generators of activity, have been designated. The types of uses included in these institutional nodes are seniors housing, religious facilities, and governmental services. This institutional focus, centered on 28 Avenue, will define the outer limits of the pedestrian precinct.


Large Scale Institutional
- extensive land users which require high degree of vehicular access on collector network
- serves district wide needs (e.g., hospital, special purpose schools)
Low / Medium Density Residential
- visual & functional "backdrop" to higher intensity core
- linkages required to facilities external to town centre (eg., schools at north perimeter)
"Main Street - Mill Woods"
- core retail facility with strong orientation to pedestrian
- alternative shopping environment to large scale retail uses (eg., independent retailer, freehold)
- economic vitality provided by institutional activity nodes and high density residential anchors
- location captures traffic from two main entry points into town centre
corridor
pedestrian
Institutional Nodes
- serves as "activity anchors" for Main Street - Mill Woods (eg., seniors / church complex & library)
- defines outer limits of pedestrian precinct centered on 28 Avenue
Office Precinct
- strong potential linkages with hospital and strip retail
- high exposure location
Medium / High Density Residential
- Town Centre population base fostering vitality of Main Street and intensive utilization of passive park
- exploits marketing potential of open space
Lake & Passive Park
- two functions: open space element in otherwise intensively developed urban environment (ie., visual relief); and stormwater management
- area to be developed as passive urban park with strong water feature
- enhances marketability of adjacent high rise sites
exposure/access
28 Avenue
- main "gateway" to core retail and institutional facilities
- links with internal collector loop and Hewes Way
- visual treatment critical to overall image of town centre (i.e., serves as unifying element for institutional and retail components)
Strip Retail / Service Commercial
- largely freestanding service commercial and retail uses
- high degree of access/exposure to vehicular traffic required
- situated along collector roads that serve regional shopping centre as preferred location
Large Scale Retail
- strong automobile orientation
- peripheral site preferable at arterial intersection
- includes regional shopping centre and potential discount, general merchandise store

TOWN CENTRE CONCEPTUAL PLAN

MAP 4

Building out to the south from this core of commercial and institutional facilities will be medium and high density housing. This residential enclave will act as a further anchor to "main street", will capture any marketing potential resulting from proximity to the stormwater lake, will provide a significant population base to support other uses in the Town Centre, and will provide an alternate housing form for community residents.

The stormwater lake situated adjacent to this residential village, serves two functions, namely: to provide an open space element and visual relief within an intensely developed part of the Town Centre, and to control stormwater runoff from the Town Centre site.

Large scale retail developments are to be encouraged in the southerly part of the Town Centre. These developments have been channelled here due to: past commitments that allow for a regional shopping centre; and, the sites are along major arterials which generate significant traffic volumes which are ideal for large scale retail developments. Besides a regional shopping centre, other compatible retail developments include general merchandise and discount stores.

In the northern half of the revised Town Centre, two large scale institutional uses dominate the landscape. One of these uses is an active treatment hospital (opening in the Spring of 1988) and a 21.5 acre future school/park site which is planned to accommodate special educational facilities to serve the entire Mill Woods community.

Recognizing the limited market potential for offices, only a small amount of land is devoted to this type of development. Both medical and business office facilities are being encouraged, with the medical office serving the hospital needs and the business office catering to future business office demand.

Low to medium density residential development is planned for the remainder of the site, generally situated along the north and east perimeters of the Tawa neighbourhood within the Town Centre. This location facilitates access for children living in the Town Centre to neighbourhood and school facilities located outside of the Town Centre. This built form will provide visual and functional relief to the overall intensity of the site.

The City intends to encourage most of the high and medium density housing demand in Mill Woods to locate within the Town Centre, thereby freeing up other City-owned land in Mill Woods for single family development. This action reflects market demand and the publics' desire to have less medium density housing scattered throughout the community.

1.8 The Town Centre Land Use Plan

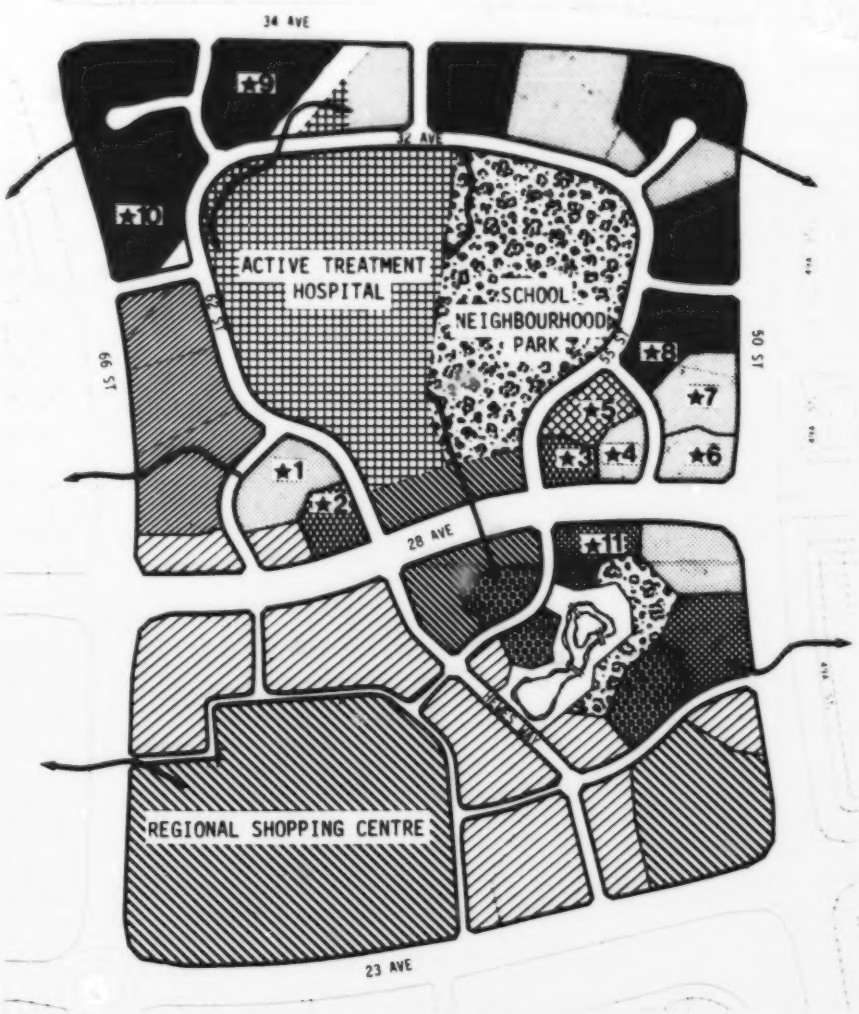
The Town Centre Land Use Plan, which is depicted in Map 5, will serve as the land use framework to guide the staged subdivision and development of the Mill Woods Town Centre. This Land Use Plan translates the principles and objectives embodied in the Conceptual Plan into a more detailed land use framework for the Town Centre.

General land use classifications are delineated on Map 5. Accompanying Map 5 is Schedule I which outlines alternate land uses for the "swing sites". As previously indicated, the DC5 (Site Specific Development Control) District should be the category of the Land Use Bylaw used to implement a significant portion of development in the Town Centre. The DC5 District, which allows for the creation of site specific land use regulations, gives the City more flexibility and the necessary control to ensure that development follow the spirit and intent of the Town Centre Conceptual and Land Use Plans. However, standard land use controls should be used when site specific controls are not required.

This revised Town Centre Plan has been developed on the premise that any land use plan must be responsive to change over time. Consequently the plan allows for some degree of flexibility. This flexibility is provided through; the designation of "swing sites" and, by not specifically delineating land use parcel size and districting.

The Development Consulting Group and MacKenzie Spencer Associates Ltd. have indicated, that based on their research, small retail and service commercial uses have the greatest potential to exceed current forecasted land demand. They also feel that some flexibility should be provided for the location of apartments and institutional uses. In response to this, the concept of swing sites has been introduced. Basically, "swing sites" identify different land uses that could be developed on various land areas (refer to Schedule I). Market forces will determine the future land use classifications for these land areas.

To enable the City to meet market demand in terms of location, size, configuration, and access, specific land use parcel size and districting has not been specified. This will allow the City to more easily expedite land sales. However, all development proposals shall conform to the overall principles and objectives of this Town Centre Plan.



Large Retail Commercial
FAR 1.0 3 Storeys

Small Retail/Service Commercial
FAR 1.0 2 - 3 Storeys

"Main Street Mill Woods" Commercial
FAR 1.0 2 - 3 Storeys

Office - Medical/Dental/Business
FAR 1.0 2 - 3 Storeys

Urban Services

Low Rise Institutional (Residential)
3 Storeys

Medium Rise Institutional (Residential)
4 - 6 Storeys

Row Housing/Stacked Row Housing
2 - 4 Storeys

Low Rise Apartment
4 Storeys

Medium Rise Apartment
4 - 6 Storeys

High Rise Apartment
10 - 12 Storeys

Park/Open Space

Stormwater Lake

Pedestrian Corridor

★ "Swing Site" refer to Schedule I of Plan for alternate use.

TOWN CENTRE AREA STRUCTURE PLAN

MAP 5

SCHEDULE 1

Schedule of Land Uses for Swing Sites

	Primary Use	Alternate Use
Site 1	Low Rise Apartment	Small Retail/Service Commercial
Site 2	Library/Low Rise Institutional (Seniors Housing)	Small Retail/Service Commercial
Site 3	Low Rise Institutional (Seniors Housing)	Small Retail/Service Commercial
Site 4	Low Rise Apartment	Small Retail/Service Commercial
Site 5	Medium Rise Institutional (Seniors Housing, Extended Care)	Church, Low Rise Apartment
Site 6	Low Rise Apartment	Small Retail/Service Commercial
Site 7	Low Rise Apartment	Low Rise Institutional (Seniors Housing, Extended Care)
Site 8	Row Housing/Stacked Row Housing	Medium Rise Institutional (Seniors Housing)
Site 9	Row Housing/Stacked Row Housing	Low Rise Apartments
Site 10	Row Housing/Stacked Row Housing	Low Rise Apartments
Site 11	Medium Rise Apartment	Small Retail/Service Commercial

1.9 City's Commitment

The City of Edmonton realizes that the amount of flexibility allowed within this planning document may be perceived as being greater then what has been allowed in similar plans. The City also realizes that some certainty must be provided to protect present and future landowners, businesses, residents and other stakeholders so that their pursuits and endeavours will not be undermined. To this end, it is felt that while the Town Centre plan is flexible (ie., not defining specific land use districts and parcel dimensions, and creating swing sites), enough detail has been incorporated to mitigate any uncertainty. It is the City's pledge and commitment to develop a functional and aesthetically attractive Town Centre for Mill Woods.

2.0 SITE PLANNING AND URBAN DESIGN PRINCIPLES

To demonstrate the City's commitment to a functional and aesthetically attractive Town Centre for Mill Woods, site planning and urban design principles have been developed. These site planning and urban design principles will be used to guide development proposals. It may be appropriate for the City to set-up an interdepartmental review team to systematically analyze the various development proposals.

2.1 General Requirements

Site planning and urban design guidelines shall be utilized to encourage quality development. These techiques will include consideration of the following:

a) the establishment of building setbacks and height restrictions in order to achieve appropriate transitions between adjacent uses on the site and with surrounding land uses;

b) the architectural treatment of buildings in various land use nodes in order to ensure an attractive urban form;

c) the landscaping treatment on the site with particular attention to the treatment of the areas adjacent to the low density residential development;

d) the separation of vehicular movements between the residential and the ancillary commercial uses in the areas of the plan that juxtaposes residential and commercial developments;

e) the design, siting and orientation of developments to ensure an effective separation and buffering between residential and commercial developments;

f) the provision of ground oriented amenity space to serve the residential population; and

g) the provisions of appropriate buffering and screening of parking areas as well as for the internal landscaping of large at-grade parking areas.

2.2 Site Design and Architectural Provisions

a) Each parcel will be designed to provide a desirable transition with the streetscape and adjacent properties. The perceived height and massing of buildings, shall be minimized through the use of setback variations, building orientation, roof treatment and the choice of exterior finishing materials and colours. In addition, the distance between buildings with significant differences in height and massing should be maximized to the extent possible and higher buildings should be sloped back or articulated to avoid a wall or canyon effect.

b) For the various land use nodes (eg., small retail commercial, high rise apartments), a continuous architectural and landscaping theme shall be created through the exterior treatment of buildings (materials, colours, designs), signage, pedestrian walkway treatments, and through the choice of landscaping techniques and planting materials, which are compatible.

Individuality of each project will be encouraged but with a visual tie to the neighbourhood by use of materials, landscaping and signage.

c) The orientation, height and massing of the buildings should be designed to provide for a high degree of sun penetration into open spaces/public areas and pedestrian routes and to minimize any negative wind impact associated with open spaces and public areas. Such features as awnings, canopies, landscaping and berms may also be used to reduce wind impact.

d) All exterior finishing materials must be of good quality, durable and attractive in appearance. Acceptable materials include, but are not limited to, either separately or in any combination thereof, brick, cedar, split stone concrete or pre-cast concrete. No painted and/or scored concrete block construction will be permitted on any building facade directly facing any residential area. In addition, the exterior finishing materials of all exposed faces of any commercial building shall be of equal standards and appearance. Where commercial development is in close proximity to residential development, consideration should be given to the location of mechanical equipment, outdoor storage and garbage collection areas to minimize any negative impacts.

e) Parcels located adjacent to the exterior collectors and arterial roadway system should be accessed primarily from the interior roadway system.

f) A pedestrian circulation system shall be developed which provides convenient, safe and functional linkages especially between uses that generate a lot of complimentary interaction. The development of a pedestrian circulation system shall ensure a delineation between public and semi-private walkways intended to serve the residential development.

g) Vehicular and pedestrian movement on the site should be separated where conflicts are likely to occur, and where this is not possible, pedestrian traffic areas should be clearly identified by such means as different paving materials and signage.

h) The lighting of all non-residential parcels shall be designed to reduce the negative effects on residential parcels.

2.3 Landscaping and Signage Provisions

a) A 6.1 m (20 ft.) buffer strip, should be provided around the commercial/office developments and high/medium density apartments on the perimeter of the plan area in order to ensure that a high standard of appearance and a sensitive integration to the surrounding residential properties are achieved. The buffer strip shall consist of an undulating landscaping berm having an average height of 1 m (3 ft.) and a minimum side slope of 3:1 with the apex of the berm located not less than 3.0 m (10 ft.) from the periphery of the site. Extensive screen planting of groupings of mature evergreen and deciduous trees and shrubs shall be provided, especially in the low area of the berm, such that an effective screening from the ground to the height of 1.85 m (6.1 ft.) is achieved.

b) The major entrance points to the site shall be accentuated by means of landscaping, signage, lighting and other urban design techniques. The same features but to a lesser degree, should accentuate the entrance to each land parcel.

c) A landscaped yard, a minimum of 6.1 m (20 ft.) in width, shall be provided adjacent to the major vehicular spine road located in the interior of the plan area and adjacent to Hewes Way.

d) Parking areas shall be screened from the public roadways and adjoining properties through the extensive use of landscaping in order to visually minimize the impact, unless separated by building walls or other barriers which are planned as an integral part of the overall development. In addition landscaped areas shall be provided within the interior of large, at-grade parking areas.

e) All signage shall conform to Schedule 79D and with the general provisions of Section 79 of the Land Use Bylaw, having regard to the following:

   i) that public information and directional signs should be combined on a single pole or pedestal to reduce the number of signs on public roadways; and

   ii) that business identification signs shall be compatible in scale and character with the building to which they relate.

2.4 Additional Provisions for Residential Buildings

a) The layout of residential buildings should ensure privacy from non-residential buildings as well as discourage the creation of shortcutting through the site by non-residents (i.e., landscaping, fencing).

b) Residential buildings should be designed and located to obtain the maximum southerly exposure, at least for the habitable rooms within the residential building.

c) Site and building plans shall incorporate provisions aimed at creating a safe and secure living environment (e.g., practices and philosophy of 'Defensible Space'). These provisions may include, but shall not be limited to, the following:

   i) the orientation of buildings so that open spaces, particularly those intended as amenity areas can be directly observed and so that easy and safe access to the building is provided;

   ii) outdoor lighting will adequately illuminate the site particularly pedestrian paths, parking areas and access routes to buildings; and

   iii) surface areas, structural parking or underground parking shall be designed with particular attention to surveillance methods, lighting, pedestrian access and safety. Unobstructed views must be maintained in order to implement the Principles of Defensible Space.

d) If warranted by the type of built form, a minimum amenity area of 7.52 m^2 (80.7 ft.) per dwelling unit shall be provided. At least 30% of the required amenity area shall be provided as at grade communal amenity space for the use of the residents of each land parcel and developed in consultation with the Parks and Recreation Department. These communal amenity areas should provide for both active and passive amenity space, be readily accessible to the residents they are intended to serve and be protected from street traffic.

2.5 Implementation

In order to implement the site planning and urban design guidelines and ensure that proposed development is appropriate for the site and compatible with the scale and character of surrounding development, the use of a Site Specific Development Control District (DC5) is the preferred districting for each land parcel. In addition to the information requirements set out in Sections 26.2(1) and 750.5 of the Land Use Bylaw, the applicant is required to demonstrate that the proposed development complies with the site planning and urban design guidelines set out in Section 2.1 of this report.

3.0 IMPLEMENTATION

3.1 Implementation Strategy

The first component of this Report defined the framework for the type of uses envisioned for the Town Centre and the second section provided site planning and urban design principles to functionally integrate these uses. This section outlines the implementation strategy to facilitate the orderly disposition and development of the Town Centre lands. To accomplish this, the following actions are recommended:

(1) Bylaw #7583, as amended, being the Mill Woods Town Centre Neighbourhood Area Structure Plan, be repealed in its entirety.

(2) The revised Mill Woods Town Centre Area Structure Plan, that includes the Town Centre and Tawa neighbourhoods, be approved by bylaw by City Council.

(3) The Civic Administration and City Council give favourable consideration to those developments that follow the spirit and intent of the revised land use plan and the site planning and urban design principles.

(4) The Site Specific Development Control District (ie., DC5) should be the category of the Land Use Bylaw used to implement a significant portion of development in the Town Centre. The application of this District is particularly appropriate for uses in the 28 Avenue and Hewes Way commercial corridor.

(5) The Administration and City Council will encourage other landowners in the Mill Woods Town Centre to incorporate the site planning and urban design principles into their developments.

(6) The land use classification and subdivision of the City-owned land will occur at the time a tentative land sale has been completed and the exact requirements of the purchaser are known.

(7) The City's Real Estate and Supply Services Department will set up a marketing and development team, and through consultation with other City Departments and private interests will guide development.

3.2 Civic Administration

The Civic Administration will play a vital role in the development of the Mill Woods Town Centre. For a project of this scale, a significant number of City staff will be involved in various activities ranging from deciding upon which stormwater management technique to use to whether development proposals conform with the site planning and urban design principles to reviewing roadway access designs.

To facilitate staff involvement, a generalized implementation plan has been constructed. Table 1 shows the various tasks and other related information that will be used as a guide for future activities.

As the Town Centre development begins to take shape, the Real Estate and Supply Services Department will update the implementation plan.

3.3 City Council, the Public and the Development Industry

The success of the Mill Woods Town Centre hinges on the reaction of three groups, namely, City Council, the public and the development industry. City Council has to provide leadership and direction to enable the civic administration to implement the Town Centre concept. The development industry is responsible for building a Town Centre which is economically viable, physically attractive and socially acceptable. The publics' role is to act both as a watchdog and a consumer of services. Watchdog in terms of monitoring the developent of the Town Centre to ensure the City Council, the civic adminstration and the development industry follow past commitments. Consumer of services in the sense that for the Town Centre to develop into a viable multi-use project, the public must wholeheartedly support the project.

3.4 The Marketing Plan

To be able to fully capture the market potential of the City-owned land within the Town Centre, a marketing strategy is essential. The Real Estate and Supply Services Department realizes this and has developed a marketing plan for the site which was approved by the City Council. The general intent of the marketing plan is: (a) to promote developments that provide a sound return on the City's investment; (b) to conform with the recommended land uses and site planning and urban design principles of the revised Mill Woods Town Centre plan; (c) to encourage an early start to construction of more projects on the Town Centre lands; and (d) to achieve a comprehensive development of complimentary mixed land uses.

TABLE 1 - IMPLEMENTATION PLAN

(For the Civic Administration)

	REQUIRED ACTION	DEPARTMENT WITH PRIMARY RESPONSIBILITY	DEPARTMENT - SECONDARY INPUT	TIMING
1.	Repeal Bylaw #7583, as amended, in its entirety	Planning and Building	Real Estate and Supply Services	Immediate Action
2.	Circulate, Review and Prepare Bylaw for the Revised Mill Woods Town Centre	Planning and Building	City Departments that are on the circulation list	Immediate Action
3.	Set up a marketing & development team to stimulate Town Centre development	Real Estate and Supply Services	Planning and Building	On-going
4.	Finalize a stormwater management program for the Town Centre site	Real Estate and Supply Services Water and Sanitation	Parks and Recreation Local Board of Health	As Required
5.	Encourage developments to generally conform to the Town Centre's site planning and urban design principles	Planning and Building Real Estate and Supply Services	Transportation	On-going
6.	Actively promote the Sale of City-owned land in the Town Centre	Real Estate and Supply Services		On-going
7.	Monitor the transportation network within and around the Town Centre to ensure functional roadway movement	Transportation	Real Estate and Supply Services Planning and Building	On-going
8.	Monitor traffic volumes and impacts to determine the timing and schedules for transportation improvements	Transportation	Real Estate and Supply Services Planning and Building	As Required
9.	Monitor and update (as required) the Town Centre Marketing Strategy	Real Estate Supply Services		On-going
10.	Redirect the market demand for medium density districts in Mill Woods, into the Town Centre.	Real Estate Supply Services	Planning and Building	As Required

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4.0 BACKGROUND INFORMATION

4.1 Mill Woods Development Concept Plan - 1971

The Mill Woods Development Concept Plan was prepared during the period 1969 to 1971, and was adopted by City Council on June 7, 1971. The Plan identified a Town Centre at the core of the community. The Town Centre was to be comprised of a number of elements, including a regional commercial complex, offices, ancillary service buildings, medical/dental clinics, a full service hotel, theatres, free standing commercial businesses, and high density residential development.

4.2 Mill Woods Town Centre Neighbourhood Area Structure Plan - 1984

The Mill Woods Town Centre Neighbourhood Area Structure Plan was approved by City Council on July 10, 1984. The Plan was bounded by 28 Avenue to the north, 50 Street to the east, 23 Avenue to the south, and 66 Street to the west, and contained 43.812 hectares (108.26 acres). The Tawa neighbourhood was not formally included in the Town Centre boundary.

The Town Centre was considered to be the nucleus of Mill Woods, and would contain a wide variety of uses for its residents. As a focal point of the community, it would be the area with the highest residential density and intensity of commercial/office development.

The Plan attempted to mitigate any impact the development would have on adjacent land uses by locating on the periphery of the site the low intensity uses, while the interior of the site would be developed more intensely (refer to Map 6). The general concept components included:

(1) retail commercial - the general purpose of this land use classification was to accommodate a regional shopping centre of approximately 800,000 to 1,000,000 square feet;

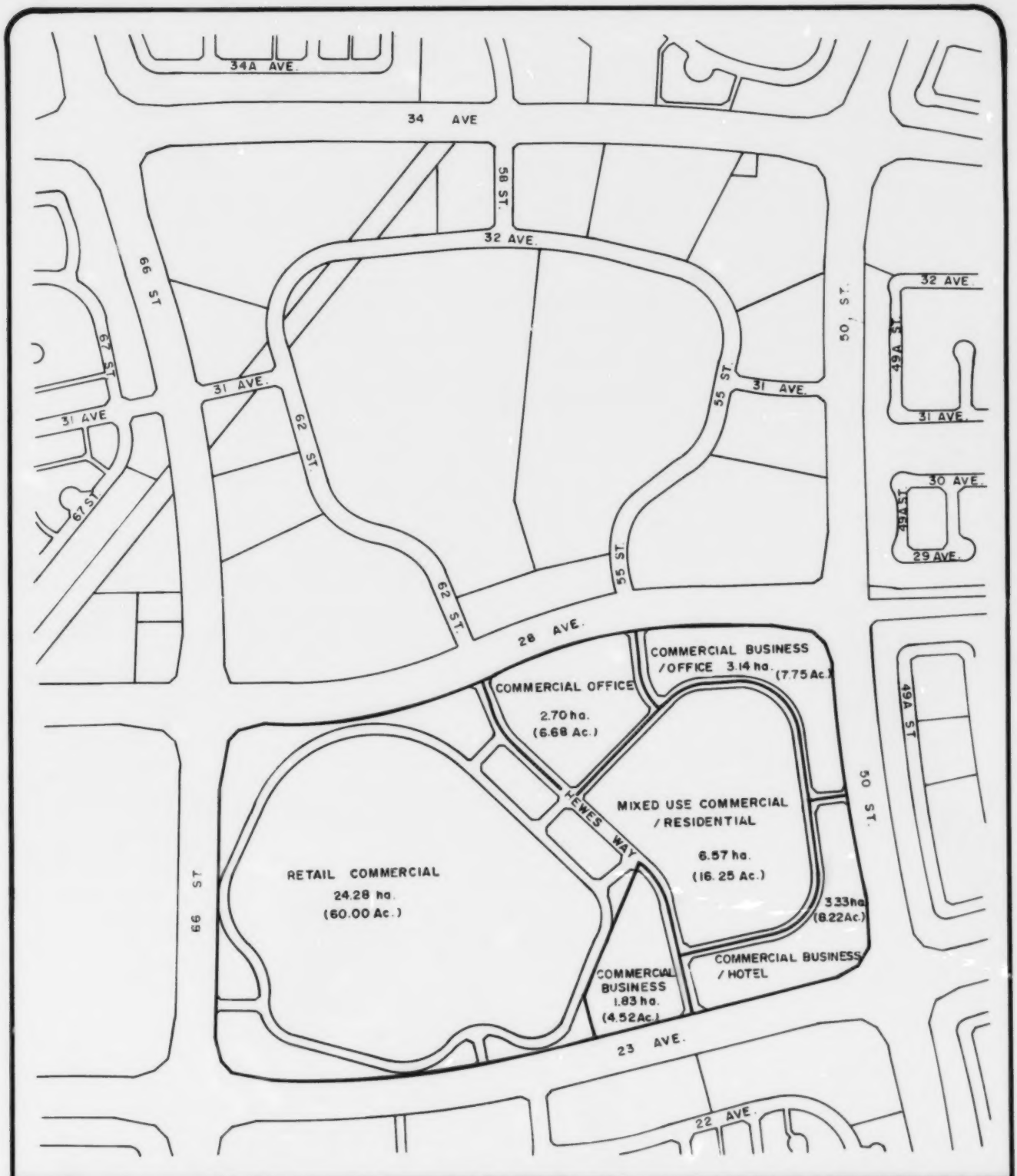
(2) commercial office - this component would allow for an intense mixture of office and commercial uses;

(3) mixed use commercial/residential - this classification would provide for a mixed use commercial/residential component;

(4) commercial-business/office - the intent here was to establish a district for businesses that require large sites;

(5) commercial-business/hotel - this classification was similar to commercial-business/office, however provision was made for a 150 room hotel.

(6) commercial-business - the general purpose of this classification was to establish a district for businesses that require smaller sites.



PREVIOUS LAND USE CONCEPT

MAP 6

As indicated from the above land use classifications, it was envisioned that the Mill Woods Town Centre would have a mix of commercial, office and residential uses that would be intensely developed.

4.3 Edmonton General Municipal Plan

The Edmonton General Municipal Plan has various policies that deal with Town Centre developments (ie., Policy 6.E.1, 6.E.2 and 6.E.3). It is the intent of the revised Mill Woods Town Centre plan to conform to these policies, especially the aspect of providing a mixture of uses.

4.4 Surrounding Land Uses

The revised Mill Woods Town Centre site is surrounded on the north, east and south by residential neighbourhoods (refer to Map 7). To the west is a mixture of residential development, institutional facilities and the Mill Woods campus (consisting of schools, parks and community uses).

4.5 Topographical Characteristics

Due to relatively flat topography, the soil conditions and the lack of extensive man-made or natural features, the site poses few topographical constraints.

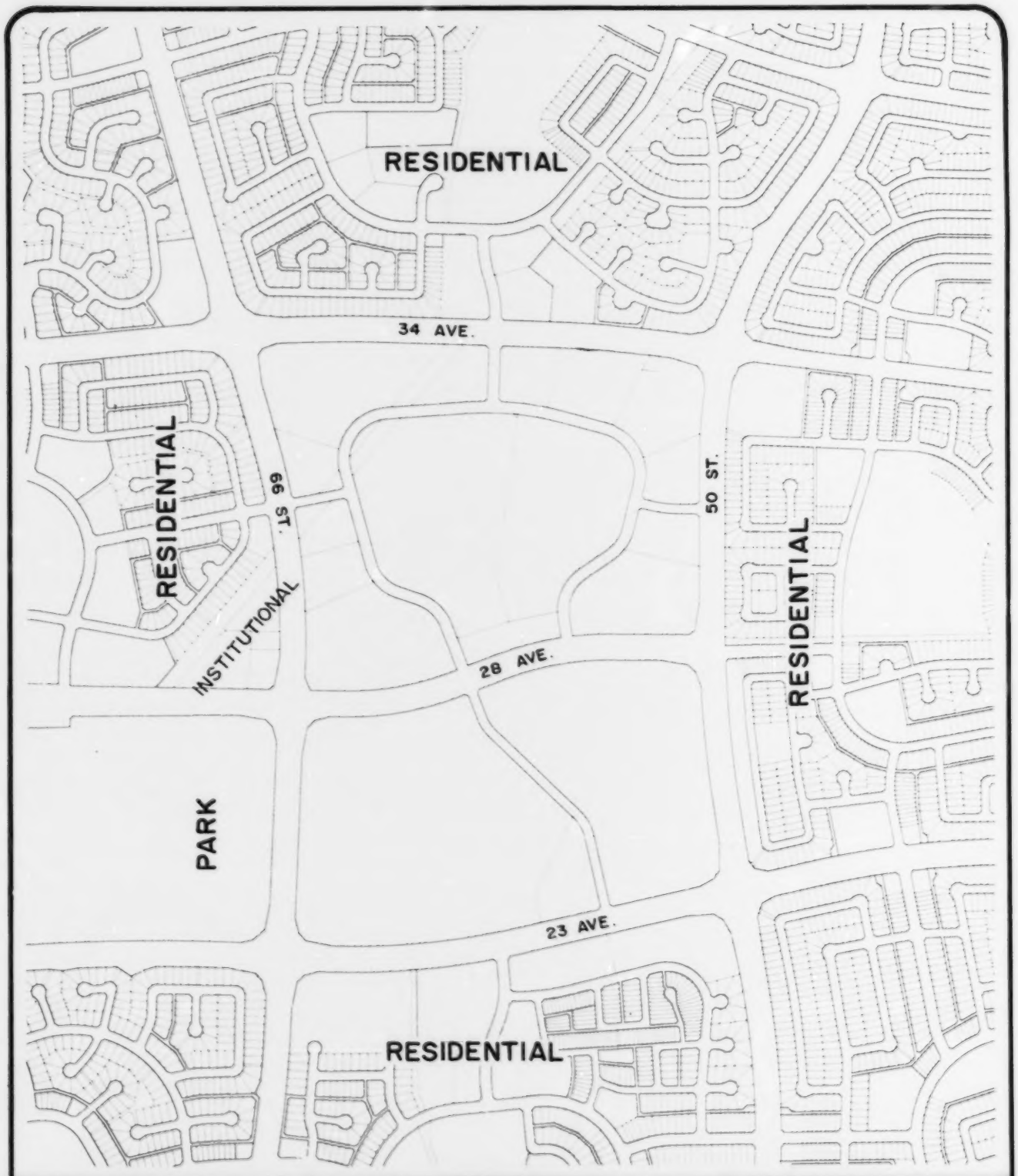
4.6 Access and Exposure

The site is bounded by four arterial roads (refer to Map 2) which afford residents of Mill Woods quick and direct access to the Town Centre. In 1985, two-way average weekday traffic volumes on these four arterials were as follows:

- 8,700 vehicles per day on 34 Avenue.
- 8,100 vehicles per day on 23 Avenue.
- 10,700 vehicles per day on 50 Street.
- 14,700 vehicles per day on 66 Street.

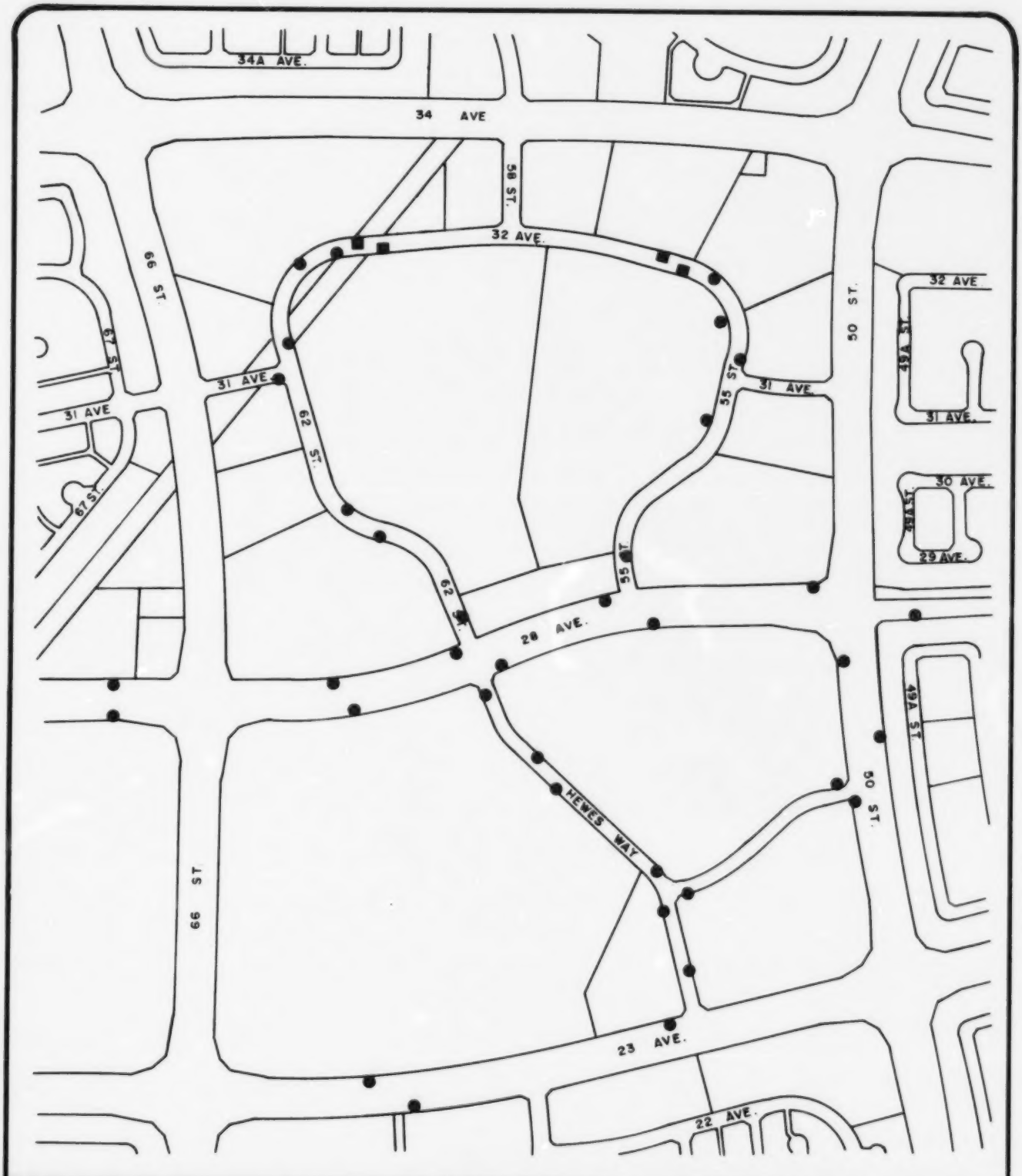
The development of the regional shopping centre will result in higher traffic counts on all four surrounding arterials. The regional shopping centre will have direct access to 23 Avenue, 66 Street, 28 Avenue and Hewes Way, with 23 Avenue and 66 Street entrances expected to have the highest traffic volumes. With good access and direct exposure the properties fronting onto 23 Avenue and 66 Street will be particularly attractive to perimeter commercial developments.

Map 8 depicts the future transit zones for the Mill Woods Town Centre.



SURROUNDING LAND USES

MAP 7



FUTURE TRANSIT ZONES

- ● TRANSIT PAD REQUIRED
- ■ EXISTING TRANSIT PADS TO BE RETAINED

MAP 8

4.7 Infrastructure Requirements

4.7.1 Storm Drainage

The existing storm sewer system in the Town Centre and downstream is severely overtaxed. The City's Water and Sanitation Department is proposing a number of system improvements such as a stormwater lake in Mill Woods Park, but even with these improvements the system will experience considerable surcharging from the runoff of a 1:5 year return storm. To ensure adequate storm protection for the Town Centre lands and to minimize the impact of this development upon the remainder of the drainage basin, on-site stormwater management practices will be employed and a stormwater lake will be constructed.

It is proposed that the bulk of the lands will utilize on-site stormwater management (ie., the detention of run-off in parking lots, landscaped areas, or underground storage chambers), so that the peak overflow from any site will be restricted to 0.035 c.m.s/ha. (.5 c.f.s/ac) for the 1:5 year return storm. The southeastern portion of the Town Centre will be handled differently due to topography and the barrier to overland flow created by the regional shopping centre in the southwestern part of the site. A central stormwater storage facility is recommended to serve this area.

Surcharge conditions in the existing storm trunk sewer on 23 Avenue, coupled with the relatively small difference in elevation between the proposed pond site and the obvert (top of the pipe) of the 23 Avenue trunk, dictate that a stormwater lake must store all runoff from the southeastern Town Centre land until the trunk surcharging ceases after a storm. The stormwater lake will be sized to store all run-off from its drainage area for the 1:100 year storm. To prevent backflow from the surcharging 23 Avenue trunk to the stormwater lake a backflow prevention device will be installed.

Staged construction of the stormwater lake will be undertaken by excavating an impoundment large enough to accommodate initial development. Full development of the stormwater lake will occur as abutting parcels are developed. This will minimize initial expenditures and allow for better integration of the stormwater lake with adjacent development.

4.7.2 Sanitary

There is sufficient capacity for peak dry weather sanitary flows in existing sewers in the peripheral and internal streets. However, it will be necessary to control additional potential flows created by inflow and infiltration of groundwater and stormwater such that peak dry weather flow rates are not exceeded.

4.7.3 Water

Adequately sized watermains exist on all peripheral and internal streets. The system can be readily expanded to meet future demand.

4.7.4 Power, Telephone, Cable Television and Gas

These facilities will be further extended into the site as necessitated by future subdivision, land use and rate of development.

4.8 Other Development Constraints

The City recognizes that there are other development constraints that limit the redesigning of the land use framework within the Town Centre. The most significant constraints are the "fixed" developments, such as the active treatment hospital, the regional shopping centre and school/park site, which are presently being constructed or are reserved for future development.

Another constraint is that the City has already sold a portion of the land to various private and public investors. These various investors purchased the land on the assumption that development would proceed in conformity with the 1984 Mill Woods Town Centre Neighbourhood Area Structure Plan. The City recognizes this and has limited the amount of changes. The City considers present (and future) developers as a cooperative group striving for an exciting and functional Town Centre.

REFERENCE MATERIAL

MILL WOODS TOWN CENTRE LAND USE ASSESSMENT, Prepared by Mackenzie Spencer Associates Limited and Development Consulting Group Limited, November, 1986.

MILL WOODS TOWN CENTRE DEVELOPMENT POTENTIAL STUDY, Prepared by Development Consulting Group Limited, October, 1986.

MILL WOODS TOWN CENTRE STORMWATER MANAGEMENT, Prepared by Ecos Engineering Services Limited, December, 1986.

MILL WOODS TOWN CENTRE NEIGHBOURHOOD AREA STRUCTURE PLAN, Real Estate and Supply Services Department, City of Edmonton, July, 1984.

MILL WOODS DEVELOPMENT CONCEPT PLAN, Planning and Building Department, City of Edmonton, July, 1971.

EDMONTON LAND USE BYLAW 5996, Office Consolidation No. 7, Planning and Building Department, City of Edmonton, November 15, 1986.

EDMONTON GENERAL MUNICIPAL PLAN BYLAW 6000, Planning and Building Department, City of Edmonton, July, 1980.